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ABSTRACT

The main purpose of this paper is to outline the ways educational administrators are prepared in Australia. Universities and Colleges of Advanced Education (CAEs) provide the formal preparation programs in educational administration. An analysis is made of the types of programs generally offered and the role of the universities and the CAEs. The paper describes several approaches to the inservice education of school administrators undertaken in the various Australian states. In the final section, a critical analysis is made of the preparation of educational administrators in Australia, considering such factors as the curriculum, teaching methodology, inservice education, and the recruitment of educational administrators. (Author/MLF)

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The Preparation of Educational Administrators in Australia: Description and Analysis

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INTRODUCTION:

The main purpose of this paper is to outline the various ways educational administrators are prepared in Australia. As the major influences on the teaching of educational administration are currently exerted by the universities and colleges of advanced education (C.A.E.'s) this paper will devote part of its effort towards a consideration of the role of both types of institution. In addition, the paper will describe the various approaches to the inservice education of school administrators undertaken in the various Australian states.

The paper will attempt first to examine the role of the universities and CAE's in providing courses in Educational Administration.

Second, the general practice of inservice education of educational administrators in the various Australian states will be described.

Third, three different approaches from Victoria, New South Wales and South Australia, will be presented. Finally, an attempt will be made to make some critical comments about the "state of the art" at present.

TERTIARY COURSES IN EDUCATIONAL ADMINISTRATION IN AUSTRALIA

Following World War II there was a big increase in demand for tertiary education in Australia. In 1946 there were 25,600 university students; by 1963 there were 69,000. This rate far outstripped the increase in population over these years. It reflected a rapidly rising demand for higher education which was caused in part by increasing living standards and economic affluence. Many more students were able to complete secondary education, and aspire to tertiary qualifications. Tertiary education became an accepted way of gaining status and social mobility, and hopefully also an interesting and well-paid career. These personal aspirations were matched by economic expansion and national development which were dependent upon more highly trained people in industry and commerce. The growth of knowledge, particularly in the technologies and sciences, made necessary a higher proportion of highly skilled personnel. Acting upon pressures such as these from the community, particularly from parents and employees, the Commonwealth Government established a statutory authority to aid the development of university education. There were continual pressures to increase expenditure and, from the mid-fifties, for a decade, the Menzies government gave adequate financial assistance to the universities, to maintain this expansion and growth.

In August 1961, the Martin committee was set up

> ... to consider the pattern of tertiary education in relation to the Australian Universities Commission on the future development of tertiary education.

When it presented its findings in 1964, the Martin Committee indicated that the current system of tertiary education placed undue emphasis on university education, and that the weakness of the non-university tertiary institutions prevented the development of the latent abilities of many students.

The Martin Committee recommended the development of tertiary education, which it defined as including all education following a full secondary school training, in three distinct categories: (i) universities (ii) institutes of colleges and (iii) boards of teacher education to aid the development of teacher training colleges.

The Commonwealth Government did not accept the viewpoint that a new organizational and financial arrangement was necessary for teacher education. But it did announce its broad acceptance of the committee's view on the need to build up the work of technological and other institutions outside the university structure.

The concept of developing tertiary education over the next decade in virtually new types of colleges was accepted, and the idea of co-ordinating them in each state by the establishment of an Institute of Colleges was commended.

Thus the Martin Report was the genesis of the colleges of advanced education and it laid down the blueprint for change in the structure of Australian higher education. To co-ordinate development of the colleges, the Commonwealth Government set up an Advisory Committee on Advanced Education (the Wark Committee) which provided overall guidance in the implementation of the concept, and justified and detailed the massive changes which took place in the ensuing years. The work is documented in two reports, the first in 1966, the second in 1969. In 1971, this committee was superseded by a statutory body, the Australian Commission on Advanced Education, which has guided the development of colleges of advanced education on a national basis.

The states also found it desirable to create machinery to co-ordinate and rationalise the activities of the colleges of advanced education, but the concept of an Institute of Colleges met with mixed reception. In the majority of states, a Board of Advanced Education was established to co-ordinate and develop the colleges.

The Commonwealth Government has been the continual catalyst to the growth of the colleges through the massive injection of funds and has taken over all funding of tertiary education as from January 1974. The founding objectives of the colleges of advanced education, can, in retrospect, be seen to have been twofold:

a) the marshalling of all available resources to meet the increasing complexity of a growing technology and an increased public demand for tertiary education, and

b) an attempt to develop new types of tertiary institutions having the stature of the universities, but at the same time having a more diversified and heterogenous nature, and a stronger bias towards teaching and the applications of knowledge.

Unfortunately, the precise role that CAE's were to play was still vague. This became obvious in the years following the Wark Report.

The majority of CAE's in Australia were developed from and around existing Teachers' Colleges, and these remain a central component of these CAE's.

In recent years some of these CAE's have experienced real problems in maintaining viability, because of the reduction of student numbers in pre-service teacher training courses. In some states this has led to merging of some institutions to former larger multi-purpose institutions which it is claimed will be more adaptable in the long term to changing patterns of students enrolments.

One of the problems that graduates from these "equal" but different institutions face is acceptance of their qualifications by the University sector. Until very recently, universities have been loathe to grant status or admission to post-graduate courses. Since the reduction of numbers of students for pre-service teaching courses, and shrinking of numbers for post-graduate courses, Universities and CAE's have come into direct competition for students and universities are now much more flexible in their approach to admitting graduates from CAE's.

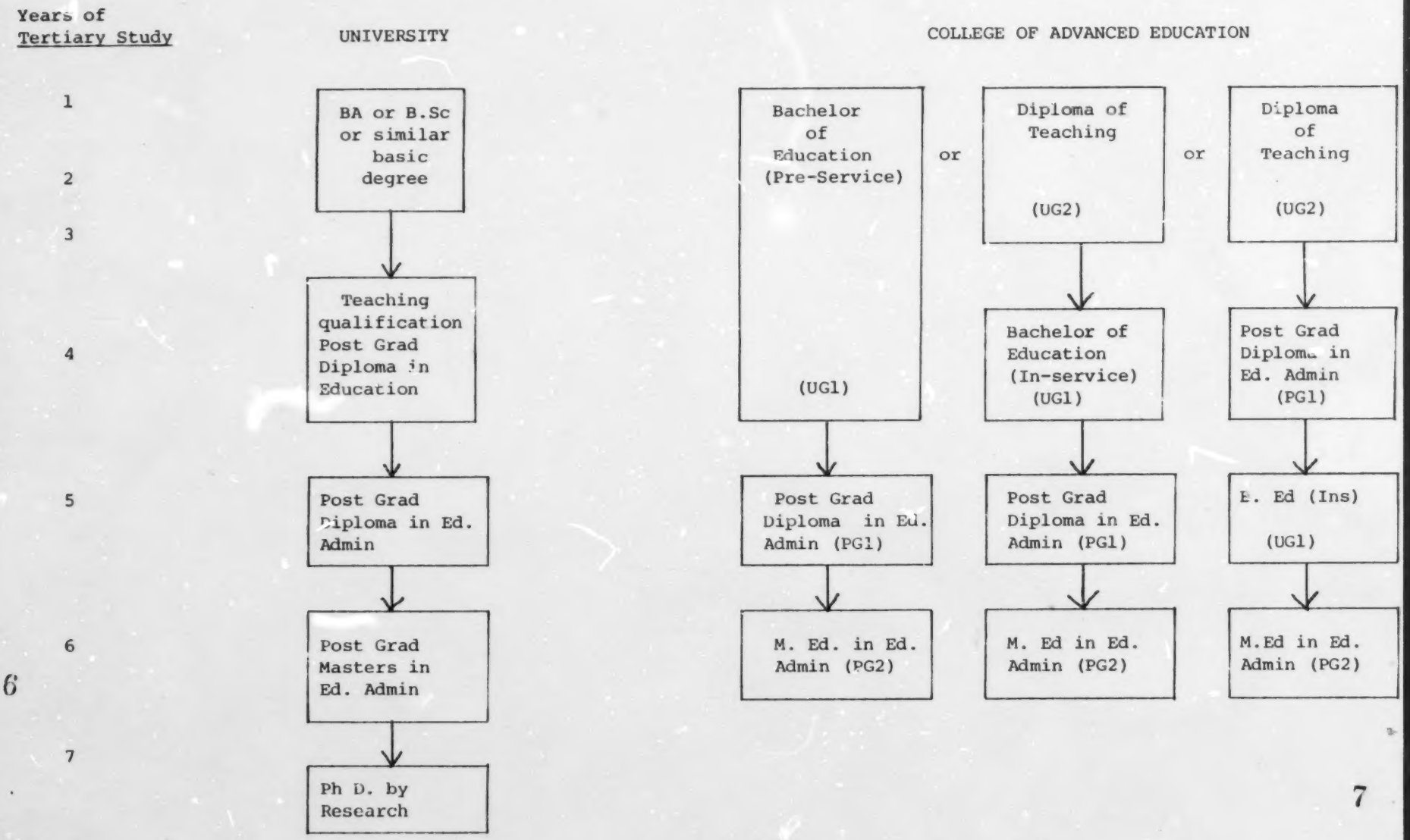
At present there are 19 universities and 82 CAE's. Of these 12 universities and 25 CAE's offer programs (i.e. degrees or diplomas) of courses (i.e. components of a degree or diploma) in educational administration. The first courses were introduced into the universities in the late 1950's and early 60's. Subsequent developments have occured simultaneously across both tertiary education sectors. Development of further courses is now at a standstill due to the Federal Government's cutbacks in expenditure.

The various kinds of courses offered are summarized in diagram 1, page 4.

An important difference between CAE's and universities is that CAE's are dependent upon external committees for course funding and accreditation, whereas the universities are self-accrediting. At the State level there is a co-ordinating body for tertiary education, which has its own mechanism for assessing, accepting, or rejecting CAE course proposals. Approval for funding must be obtained from the Advanced Education section of the Tertiary Education Commission.

DIAGRAM 1

COURSE PATTERNS IN EDUCATIONAL ADMINISTRATION



FOOTNOTE: Admission requirements vary. Required minimum periods of relevant work experience vary from one to seven years.

Also, The Australian Council on Awards in Advanced Education serves as a registry for all CAE courses throughout the country and determines the nomenclature and level of award to be used. So, there are very real constraints and controls on CAE's in terms of the awards that they may be permitted to introduce . All in all, it is a very time consuming and lengthy process for a new course to be introduced.

Awards are of two types :- either undergraduate (U.G.) or post-graduate (P.G.). A summary follows:-

UG 1 *A course equivalent to at least three year's full-time study, i.e. the Bachelor's degree (the B. Ed is a 4 year degree).*

UG 2 *A course equivalent to at least three year's full-time study for which a Diploma is awarded. (e.g. the Diploma in Teaching).*

PG 1 *Equivalent to a UG 1 course, plus one additional year full-time.*

PG 2 *Equivalent to a UG 1 programme plus two additional years of full-time study by course work or thesis, i.e. the Master's degree.*

When one examines diagram 1 on page 4 , a number of observations can be made.

1. Courses in universities up to doctoral level have been well established for some time.
2. CAE's in general tend to have well established courses up to PG 1 level. (There are only several CAE's in Australia that offer M. Ed courses, and none in South Australia).
3. The 3 different "streams" in CAE's have largely come about as a result of an historical accident. From the early 1970's, teachers in Australia were offered a basic training of 3 years and awarded a Diploma of Teaching. This contrasts with two year special qualifying programs which were available during former times of severe teacher shortage. With the advent of teacher registration and the establishing of criteria for registration, many practising teachers are presently engaged in upgrading their qualifications at CAE's, to achieve three year status.

For some time most universities have provided a one year end-on Diploma in Education course for their Graduates, as an alternative way of providing trained teachers.

The various state governments and the Federal government were opposed on economic grounds to extending the length of preservice training from 3 to 4 years. After much pressure from various sources, 4 years of pre-service training was accepted for all students undertaking secondary teaching courses, and the B. Ed (preservice) award was designed and offered by CAE's. At present, only 15% of Primary teaching students may proceed to a 4th year of training.

Prior to this new four year award, CAE's had begun to offer post-graduate diplomas at a 4th year level in a number of areas, e.g. the Graduate Diploma in Educational Administration was one of the first to be offered .

Also, it is interesting to note that with the advent of four year preservice programmes, the teaching profession demanded a fourth year course to maintain parity with those entering the teaching profession - so the Bachelor of Education (Inservice) was developed to meet this demand, in South Australia.

The above therefore accounts for the three different ways of undertaking courses in Educational Administration and is the model that is being adopted by CAE's in one state[8].

One interesting fact which the writer discovered during his research, was that most of the students undertaking educational administration courses in Australian tertiary institutions, were employed and studied part time. Appendix A lists the figures for the various universities and quite clearly the Australian "norm" is for a candidate to study educational administration on a part time basis whilst employed.

In the next section the writer will examine the ways in which educational administrators are trained on the job by the various State Education Departments.

THE CONTINUING EDUCATION OF EDUCATIONAL ADMINISTRATORS IN AUSTRALIA

In all states of Australia the Education Departments offer in-service courses in educational administration, ranging from 1 day to 8 weeks in length[9]. Prior to 1974, inservice education in Australia was quite limited due to limited funds being available within the various states. A major factor which influenced the development, was the massive increase in funds nationally for teacher development provided by the Federal Government of Australia. As a result, since 1974 far reaching developments in inservice education occurred. As state budgets in some states have been supplemented, educational administrators, which at the school level would include principals and deputy principals, undergo training in the form of induction programmes, live-in in-service programs, and "on-the-job" training.

Many administrators, both school-based and at Departmental level, avail themselves of programs in educational administration conducted as part of degree courses at tertiary institutions. The content of less formal programs at an induction or in-service level is decided in consultation with practising administrators and staff at tertiary institutions.

An example of the kinds the inservice programme offered to school executives in Queensland, is to be found in Appendix B.

As the information provided for the writer by the various state Education Departments was incomplete, generalizations about inservice training of educational administrators is not possible. Instead, the writer has presented the major developments in three states of Australia, which are leaders in the field viz Victoria, New South Wales and South Australia.

Full details of each program now follow.

A. THE INSTITUTE OF EDUCATIONAL ADMINISTRATION, MELBOURNE, VICTORIA

This part of the paper will be devoted to a consideration of the structure and function of the Institute of Educational Administration.

1. Introduction[10]

The Institute of Educational Administration (I.E.A.) was established by the State Government of Victoria to "provide courses of training in educational administration for existing and potential school principals" of Victorian State, Catholic and Independent schools[11].

A Council was appointed by the Minister of Education and is responsible to the Minister for the Institute's policy guidelines. Members of the Council have a variety of backgrounds and roles, and include staff from tertiary institutions, administrators, teachers from government and non-government schools, parents, and representatives of business and commerce.

The IEA's activities are funded from a grant of monies which is incorporated in the total education vote for Victoria. This gives its considerable autonomy and flexibility in its operations.

2. Rationale of courses

The writer could not find any stated rationale for the structure of the Institute's courses. However, a number of justifications were offered for giving training in educational leadership and these follow:-

1. Training of middle level management in leadership is a long established practice in business and commerce.
2. Training is given to potential teachers to prepare them to perform their function, but not to potential school and systems leaders to assist them perform their function.
3. A teacher who demonstrates capability in the teaching role does not necessarily know about administration or make a good administrator.
4. School and systems administration has become an increasingly complex role.
5. Educational administration is accepted as a valuable and legitimate academic discipline for tertiary level study.
6. Some demonstrated interest in, competence in, and preparation for senior educational leadership roles by aspiring educational leaders are desirable pre-selection criteria[12].

3. Programmes of study

Moyle[13] claims that the Institute's programmes in educational leadership are to be considered as one element in a continuum of identifiable stages designed to ensure leadership development in participants. Diagram 2 presents the major concerns of the programmes.

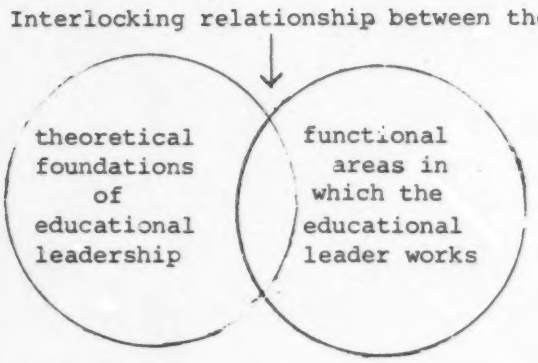

Interlocking relationship between the two.
theoretical foundations of educational leadership
functional areas in which the educational leader works

DIAGRAM 2

It is claimed that individuals who undertake IEA programmes should better understand their leadership role and improve their behaviour in it. The following table summarises the major areas of theoretical concern, and functional areas studied in IEA programmes, and the teaching methodology used.

TABLE 1

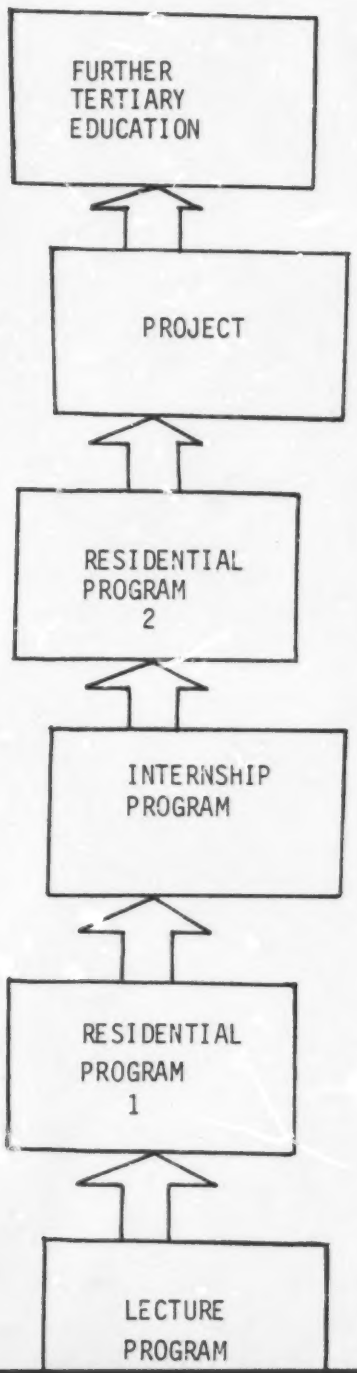
AREAS FOR THEORETICAL CONSIDERATION	FUNCTIONAL AREAS	TEACHING METHODOLOGY
Systems	Curriculum Administration	Key Reading Laboratory Approaches
Values	Administration of Personnel Human Relations Training	Discussions Lectures Gaming
Organisation	Home - School - Community Relationships	Case Studies Simulation Video and Film
Role	Finance	Clinical Study Role Play
Decision Making	Politics of Education	Internship
Leadership	Communication Group Dynamics Small Group Behaviour	

There seemed to be no theoretical justification as to why these areas were studies or the particular teaching methodology used.

PLANNING MODEL USED BY THE I.E.A.

The basic model used by the I.E.A., is shown below in diagram 3.

THE MODEL



The core of the Institute's program is the residential component which totals eight weeks' full-time study in two stages of four week's full-time duration. The two residential stages are separated by at least one year, during which a developmental stage called internship is undertaken. This stage is equivalent to four week's full-time study.

At the end of the second residential period, participants are required to plan, implement and evaluate an innovative project in a school under the supervision of Institute staff or supervisors selected by the Director.

Table 2 on page 11 summarizes the requirements of the various stages.

It is interesting to note that the I.E.A., does not envisage developing a collegiate.

In addition to the three staff mentioned earlier, the I.E.A. has clerical support staff, an educational technologist, a librarian, a research officer, and three principal - level syndicate leaders (seconded for year long appointments). Consultant teaching staff are hired and come from Victoria, interstate and overseas. An eminent overseas teaching consultant will be employed for each programme and the first person to undertake such a position was Professor James Lipham from the University of Wisconsin - Madison. To date two programs have been conducted and it is anticipated that 3 residential programs will be held each year.

With regard to recognition of the I.E.A.'s programs for course credits or advanced standing, some tertiary institutions in Victoria have indicated that this would be considered for those participants in IEA programs who enter their courses.

EVALUATION OF COURSES

Evaluation of all aspects of the program is carried out by the participants, visiting teaching consultants and executive staff during and after each program. The essential aim of such evaluations is program improvement. However, it is realised that more rigorous evaluation must be attempted to determine what long term changes the I.E.A. programs achieve in participants.

TABLE 2

SUMMARY OF I.E.A. COURSE REQUIREMENTS

STAGE	REQUIREMENT	PARTICIPANT
Stage 1	Lecture Program - 3 approved tertiary courses in educational administration	All members of teaching profession may enter at Stage 1.
Stage 2	4 week residential program (offered in term & vacation time)	30 participants - Established school leaders or new appointees, or other educational leaders **such as inspectors
Stage 3	Field study and project tasks in educational institutions, commercial and industrial organisations and tertiary employement agencies	
Stage 4	*4 week residential program	
Stage 5	Implement and evaluate an innovative project in schools	
Stage 6	Further tertiary study	

*Special category participants with personal reasons may complete this stage by undertaking an equivalent tertiary study programme or a vacation school.

B. DEVELOPMENT COURSES FOR SCHOOL EXECUTIVES IN THE DEPARTMENT OF EDUCATION, NEW SOUTH WALES

In this section of the paper the writer will present a summary of the rationale, aims, objectives and content of the courses designed for executives within New South Wales Department of Education schools[15].

1. Introduction

The Government school system in New South Wales (N.S.W.) is administered by the N.S.W. Department of Education which has the general features of a state school system. Table 3 gives a summary of the data of the system.

TABLE 3

N.S.W. STATE SCHOOL SYSTEM[16]

	NUMBER	STUDENTS	STAFF
Primary Schools	1900	491,000	20,100
Secondary Schools	400	300,000	19,200
Total	2300	791,000	39,300

In 1973 the Department of Education established a framework to allow inservice education to develop in a planned and purposeful way. As mentioned earlier, a major factor which influenced this development was the massive increase in funds nationally for teacher development provided by the Federal Government of Australia. As a result, since 1974 far reaching developments in inservice education occurred and this has been particularly obvious in New South Wales.

2. Rationale

Mr. Leo Parker of the Australian Administrative Staff College has put forward the view that in the development of a senior executive in any organization there a typically three crisis points[17].

(a) The crisis of Professional Acceptance which involves the individual in establishing himself with his peers and in his own estimation as being professionally competent. This crisis occurs in the early professional life of an employee.

(b) The crisis of Peer Management which occurs when an individual is given responsibility for directing the activities of a group whose knowledge and skills he shares. This crisis occurs when a person is appointed to a middle management promotion position.

(c) The crisis of General Management occurs when a manager becomes responsible for the activities of a group whose knowledge and skills he does not share. This crisis would seem to occur in later professional life at the age of forty or thereabouts.

Carey[18] claims that Parker's analysis accords closely with the situation in schools and that: the crisis of Professional Acceptance is faced by every beginning teacher and by teachers of all measures of experience who become de-skilled by curriculum changes or by innovations in classroom practice; the Peer Management crisis is faced by all who accept a promotions portion in the school system requiring them for the first time to assume reponsibility for the "management" of the activities of a group of colleagues; and lastly the crisis of Group Management is met in some degree by those who become Principals of small Primary schools or Deputy Principals of Secondary schools, or large Primary schools meet this crisis in full.

The above ideas have been used by the N.S.W. Department of Education as a conceptual framework for the structuring of a model for Inservice Education and this is outlined in the next section.

3. A MODEL FOR INSERVICE EDUCATION

The following model for Inservice Education has been developed by applying the preceding analysis to the developmental needs of teachers of the N.S.W. Education Department.

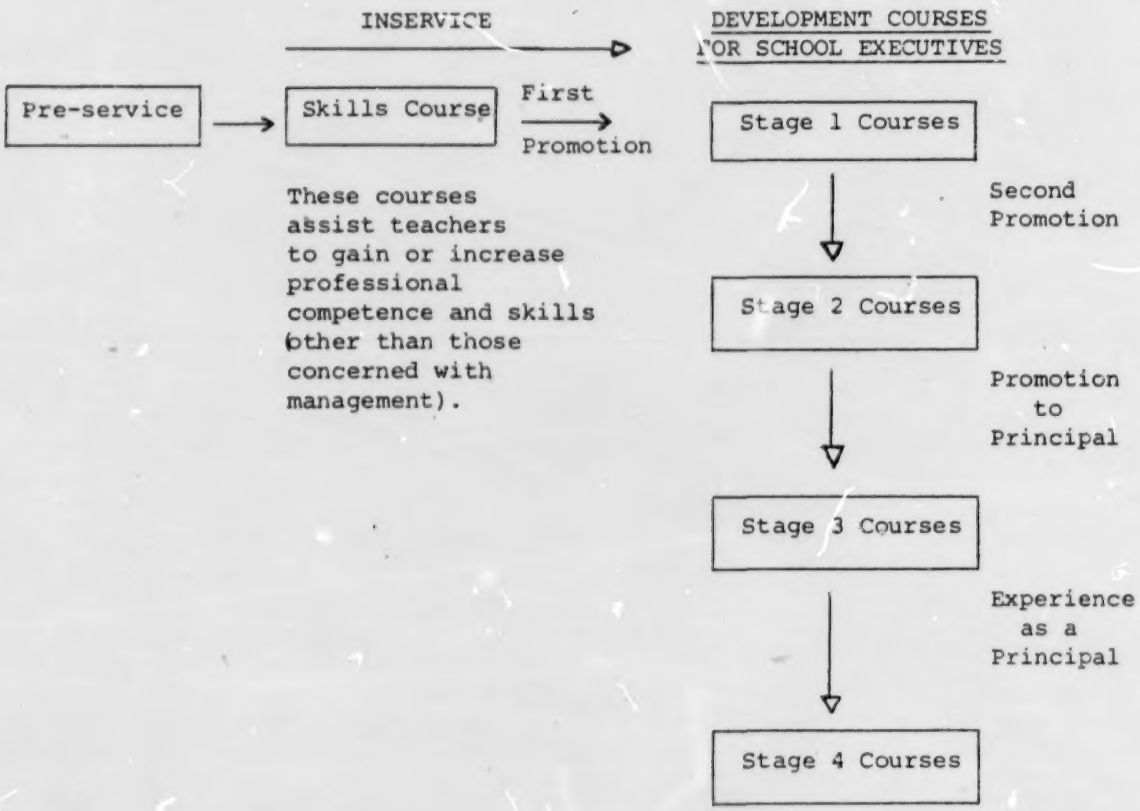


DIAGRAM 4

Skills Courses are open to teachers at all levels and therefore vary widely in duration, nature and type.

The writer will not consider these courses as they are outside the scope of this paper. In the next section courses for school executives are discussed in detail.

4. DEVELOPMENT COURSES FOR SCHOOL EXECUTIVES[19]

The following table summarizes the various courses that are offered.

TABLE 4

SUMMARY OF DEVELOPMENT COURSES FOR SCHOOL EXECUTIVES IN THE N.S.W. EDUCATION DEPARTMENT

	COURSES			
	STAGE 1	STAGE 2	STAGE 3	STAGE 4
Duration	3 Days	5 Days	10 Days	7 Days
Type	Residential	Residential	Residential	Residential
Focus	Peer Management	Group Management	General Management	Needs Analysis and Problem Solving
Level	Promotion to Supervision Position	Promotion to Deputy Principal	New and Continuing Principals	Experienced Principals
School Origin	Primary and Secondary Teachers	Primary and Secondary Teachers	Primary & Secondary Schools	Primary and Secondary Schools
Course Designers and Leaders	Inspectors & School Principals	Department Staff & Outside Experts	Department Staff & Outside Experts	Inservice Education Staff of N.S.W. Dept. of Educ.

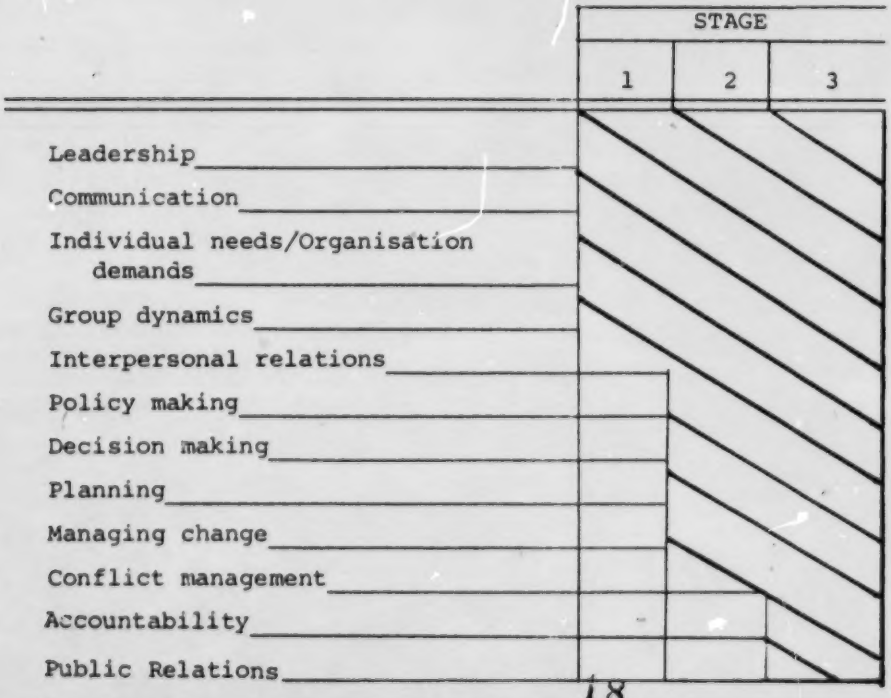
Stage 1 courses are designed to assist teachers at the stage of encountering the second crisis, that of Peer Management. The courses are open to all those who have taken up a promotions position requiring them to supervise the work of a group of colleagues. Primary and Secondary teachers attend the one course. The courses are concerned with an introduction to management skills, are residential and of three days duration. The courses require a small representative group to be involved in planning, organising, and leading the courses, drawing on members of the Inspectorate, and school Principals to staff them.

Stage 2 courses are concerned with an extension of the matters treated at Stage 1. They cater for teachers who have assumed a promotions position of greater responsibility within the school system. Primary, and Secondary teachers attend the same course. The courses are residential and of five days duration. The planning, or organisation and presentation of the course is the responsibility of a small group with the necessary abilities and skills who draw on experts outside the Department ot present some aspects of the course.

Stage 3 courses provide the opportunity for participants to review and re-assess the Stage 2 Course in the light of their subsequent experience in schools and to extend the concepts introduced in that course so as to assist the Principal in his specific management tasks. The courses are residential, of ten days duration. Primary and Secondary schools Principals attend the same course.

Stage 4 courses enable Principals to identify areas of major concern to them as Principals and to participate in a course designed specifically to meet the needs as determined by each group of Principals. The courses occur in two phases. In the first phase, which is residential and of duration two days, Principals use the Phield Technique (see below) to reach consensus on areas of major concern. The second phase occurs four weeks later, is residential and of five days' duration. During theis phase the course, designed during the intervening period by Professional Officers of Inservice Education, is mounted.

The content of courses 1 to 3 is shown in Table 5 below.



5. COURSE CONTENT[19]

When the four courses are held, each tends to identify its own areas of concern. It is interesting to note that there has been a large degree of common concern. Among those that frequently recur have been:-

reconciling various perceptions of the role of the Principal;

the nature of the schoolchild of the 1970's;

coping with the time demands of the Principal's position - time management;

ways of developing curriculum within the school;

managing change;

improving communications;

developing planning skills;

and building a programme of staff development

In the next section, comments about evaluation are included.

6. EVALUATION[19]

Course evaluation to date has been essentially formative. No attempt has been made as yet to undertake rigorous summative evaluation. On each course the evaluation proceeds in three distinct ways, in the following paragraphs.

(a) Evaluation Committee

For each course an evaluation committee is appointed from among the participants. The Committee has the task of evaluating the course against the stated daily objectives and the overall aims. They also comment on the relevance of these aims and objectives to their own needs. The committee members meet each day with the rest of the course members to gather views and then come together as a committee to build the evaluation report for presentation at the plenary session at the end of the course. The committees views can be supported or challenged by Course or Staff members during this plenary session.

(b) Personal Evaluation

Individuals are asked to evaluate the course from their own viewpoint and to use the experience to plan their future development.

(c) Post-Course Evaluation

After each course participants are asked to return a further evaluation form a short time after their return to school.

Carey[19] has reported that to date, all courses have been received with a great deal of enthusiasm and with very little comment which would lead to significant change in content or methodology. However, it would be difficult to determine whether the response is due to the intrinsic quality of the courses or whether the tangible expression of employer interest and concern for the development of teachers in executive positions has produced a strong halo effect.

From 1974 to 1976, some 3,000 teachers in various executive positions have taken part in one or other of the courses. Statistics for the period 1977-79 were unavailable to the writer. However, one could assume that a similar number of teachers would have undertaken the courses as the time period is roughly the same.

C. A SOUTH AUSTRALIAN EXAMPLE

In this section the writer will describe an innovative course in Educational Administration offered jointly by staff of Raywood Inservice Centre and Adelaide College of the Arts and Education (formerly Torrens C.A.E.)

1. Introduction

Raywood Inservice Centre was established in 1966 when the South Australian Government purchased Arbury Park, a magnificent stately home and 230 acres of land. A 31 bed motel hostel was constructed on the site, the existing building being used as the Conference Centre. In addition, an outdoor school was constructed in 1976, with its own residential staff and this is used by primary and secondary schools for educational camping excursions. Raywood provides a variety of in-service teacher education and staff development courses and conferences conducted by the Education Department, and by other Government and professional bodies.

2. Rationale of the Courses

School Management courses of 2 weeks duration have been conducted at Raywood Inservice Centre since its establishment. Usually a period of 6 months duration separates the two week's residential requirement, during which time a written project is undertaken. Until recently no formal credit towards any tertiary award was earned for undertaking the course.

In a recent article Dr. M.C. Grassie discussed principal's evaluation of courses in administration and commented that principals found shorter courses to be of more value than longer courses[20]. He also stated that colleges and universities had a vast market to tap in terms of training administrators and that this would be largely untouched unless courses were designed which more clearly met the needs of principals as they perceived them.

Dr. Grassie claimed that what is needed for colleges which are responsible for developing courses for school administrators, to be prepared to start from where principals see themselves to be and from the models of administration they bring with them to the course.

Furthermore, these courses need to be followed up by programs where principals have the opportunity to assess and reassess practices and values.

Being aware of the above through observation and talking with many principals, and having contributed to the School Management courses at Raywood and Adelaide CAE, the writer decided to introduce a course in Educational Administration which would be quite different from those traditionally undertaken at tertiary level by full-time, part-time and external studies.

It was proposed to Raywood Inservice Centre that a new course in Educational Administration would be developed, utilizing their two week residential courses, and including written work, guided reading and orientation. This was readily accepted and the first course commerced in 1978. It is an attempt to provide courses which are more relevant in meeting the perceived needs of principals yet at the same time being underpinned with an adequate theoretical framework.

A PLANNING MODEL FOR THE COURSE

The basic model used for the course is as follows.

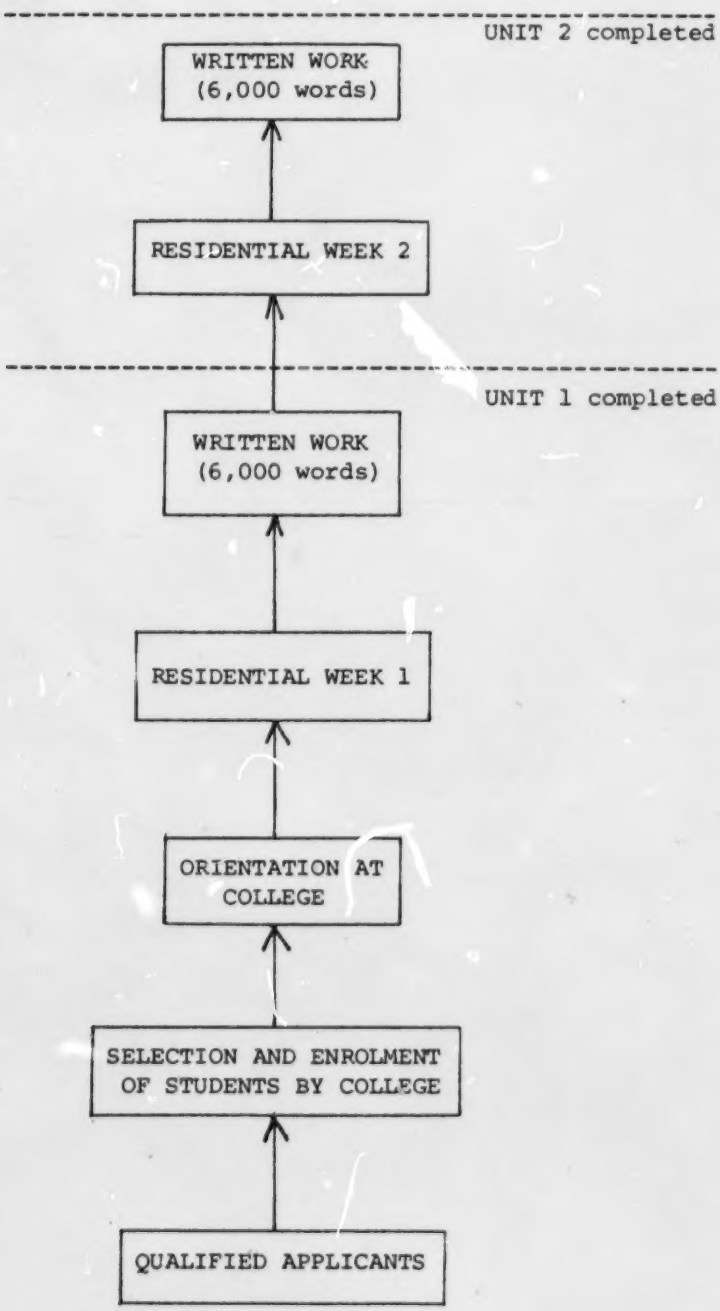


DIAGRAM 5

Students who gain entry to the course qualify in the following way:-

(1) Applicants must hold at least a 3 year teaching diploma or equivalent.

(2) Applicants must have held the position of Principal/Deputy Principal for at least two years.

(3) Applicants must satisfy the requisite for the major study area that they will undertake in the Bachelor of Education (Inservice).

All successful applicants are enrolled in the Bachelor of Education (In-service) course, and must undertake 3 requirements:-

(a) Central Study Area - 6 credits. Students must have undertaken curriculum and
two other units from a choice of four units.

(b) Major Study Area - 15 credits.

(c) Minor Study Area in Educational Administration - 6 credits.
This is undertaken in conjunction with Raywood Inservice Centre.

Initially it was hoped that a 21 credit major study area in Educational Administration could be developed and offered over 2 years utilizing Raywood Inservice Centre and a 7 week residential component. Unfortunately, the Board of Advanced Education would only allow the College to offer a minor study area because of the existence of other courses in Educational Administration in South Australia. Since then, the two colleges offering Educational Administration, have amalgamated, and there is some hope that a major study will be offered at Raywood in the near future.

3. PROGRAMMES OF STUDY

Two units are offered in the minor study area - Educational Administration I and The Political Setting of Educational Administration I.

The general aim of the first unit is to provide an introduction to the principles, nature and purposes of educational administration so that a conceptual framework is developed for the understanding and practice of management and leadership in educational institutions.

The second unit focuses on the forced and influences that have their origins in the society at large and which impinge upon the school in such a way as to complicate the role of the Principal.

The units have four major requirements:-

1. Acquisition of a conceptual framework by using the extensive study guides, specific detailed references, tapes etc, which have been prepared for students. Students are also required to complete an annotated bibliography for each unit.

2. Reflection on reading and the application of this knowledge and understanding to their own organization by the completion of relevant assignments - approximately 6,000 words for each unit.

3. Attendance at the College for one day's orientation, discussion and planning of the course.

4. Attendance at Raywood Inservice Centre for two separate one week residential courses during the year.

   The teaching team consists of staff from Raywood Inservice Centre, the College, and other visiting lecturers whenever relevant. At present 35 students are catered for each year.

The following table outlines the areas covered in the two units.

TABLE 6

EDUCATIONAL ADMINISTRATION UNITS TAUGHT AT RAYWOOD

EDUCATIONAL ADMIN I		SOCIO-POLITICAL SETTING OF ED. ADMIN I	
Theoretical Concepts	Areas of Study	Areas of Study	Areas of Study
Planning Decision-Making Organisation Structure Leadership Motivation Communication Evaluation Innovation Management of Change	Educational Management Educational Planning Changing Role of Administrators Styles of Leadership Organizational Development School Objectives Decision-making Interpersonal Communication Skills School-based research	Characteristics of the Political and Social Setting of Ed. Admin in Aust. Interpretations of this and its consequences for education Pressure upon School and Principal that stem from characteristics of Australian Society.	Power Structure in Community Conflict Management and Resolution Case Studies Schools as Social Systems School Programmes and Community needs Staff Development Managing Resources Education and Social Change-Ethnic Education School Finance and Business Management

EVALUATION

Evaluation of the course is carried out by the participants and teaching staff, by discussion at the plenary session and the completion of a questionnaire. The essential aim of such evaluation is course improvement. At this stage, no attempt has been made to determine what long term changes the course achieves in participants.

CRITICAL EVALUATION

In this concluding section the writer will make some evaluative comments about the preparation of educational administrators in Australia, considering such things as : the curriculum; teaching methodology; inservice education; and recruitment of educational administrators.

1. The Curriculum

In a recent paper Professor A.R. Thomas surveyed various tertiary courses in Educational Administration in Australia.[21] A noticeable feature in his survey was the preoccupation by a number of institutions with the study of educational administration as opposed to the preparation of school administrators.

This seems to be a very real issue in the minds of students of these courses. The writer has heard such criticisms as: courses are theory based and theory bound and do not relate to the problems found in job situations; staff teaching the courses have little practical administrative experience and therefore cannot deal adequately with problems confronting administrators; and courses are developed from staff interests rather than from the needs of school administrators.

These criticisms may be unfair generalizations but they are overheard frequently enough amongst educational administrators to make one want to ask a few serious questions about many of the courses in educational administration offered in Australian tertiary institutions at present.

1. Has the frantic pursuit of intellectual respectability in the educational world extracted a price higher than many of us really want to pay? Are we now training scholars rather than educational administrators? Do tertiary institutions tend to attract the wrong kind of student, one whose mental prowess soars over the students who shows special skills in human relations? Do we ever fall into the trap of thinking that the person with the largest accumulation of knowledge makes the best educational leader, manager and administrator?

2. Have tertiary institutions that train educational administrators worked themselves into a pit of geographical and social irrelevance by withdrawing to beautiful campuses and magnificent libraries? Is this a contributing factor to the tendency of graduate students of educational administration to withdraw from their day-to-day problems into an artificial world of books and thinkers? Do the prevailing life - and think-styles of modern society mix with the "cloistered" approach of teaching educational administration?

3. Can faculties heavily staffed by professional thinkers and scholars - often with little or no administrative experience - adequately train men and women headed for various types of education leadership? Does a tenured educational community create a protective and overspecialized teaching context that rarely comes to grips with a holistic view of educational leadership or staff development.

4. Can tertiary institutions teach principals how to perceive and be sensitized to human problems and organizational realities?

5. Must tertiary institutions in Australia continue to follow the traditional educational model of degree-oriented programs? Or would it ever be possible for a tertiary institution preparing educational administrators to see itself attached to a principal in a lifelong relationship in which there is a two-way exchange of data and observation? Should there be a sense in which one never graduates from a course?

6. Do tertiary institutions preparing educational administrators have their eyes on the future? Do they perceive that men and women graduating right now will lead people in the world of the 1980's and 1990's, when starvation on our doorstep, energy-famine, unemployment, redundancy, zero population growth, will be at their peak? Are students taught to think about ethical issues of the future?

7. Should courses be geared to meet the specialized needs of men and women in their middle years, and fit their time frame, life experience and reasonably limited career opportunities?

8. Is there ever going to be and end to competition between tertiary institutions offering courses in educational administration in which there is possible redundancy, needless duplication and limited courses.

These are serious and important questions which lead to a consideration of another issue - the teaching methodoloy used.

2. TEACHING METHODOLOGY

In Thomas' paper it was interesting to note the teaching methodology employed by the various tertiary institutions involved in education administrator courses.[22] By and large, the methodology appeared to be a pedagogical one as opposed to an andragogical one. There did not seem to be a recognition of the need to use adult learning methods in these courses. There is a difference between andragogy and pedagogy. Knowles makes this distinction clear[23]:

> The andragogical model is a process model, in contrast to the content models employed by most traditional educators. The difference is this: in traditional education the teacher (or trainer or curriculum committee or somebody) decides in advance what knowledge or skill needs to be transmitted, arranges this body of content into logical units, selects the most efficient means for transmitting this content (lectures, readings, laboratory exercises, films tapes etc) and then develops a plan for presenting these content units in some of sequence. This is a content model (or design). The andragogical teacher (facilitator, consultant, change agent) prepares in advance a set of procedures for involving the learners (and other relevant parties) in a process involving these elements: (1) establishing a climate conducive to learning: (2) creating a mechanism for mutual planning; (3) diagnosing the needs for learning; (4) formulating program objectives (which is content) that will satisfy these needs; (5) designing a pattern of learning experiences with suitable techniques and materials; and, (6) evaluating the learning outcomes and rediagnosing learning needs. This is a process model. The difference is not that one deals with content and the other does not; the difference is that the content model is concerned with transmitting information and skills, whereas the process model is concerned with providing procedures and resources for helping learners acquire information, understanding, skills, attitudes and values.

Other writers have put forward similar views to those of Knowles in terms of developing a theory of instruction which could be used most fruitfully in educational administration courses. Cruickshank and Mager[24] used Dales[25] cone of experience to develop a typology of instructional alternatives which discriminates between direct purposeful experience (with reality) and contrived experience with "edited" reality or models of reality. Mattew Miles[26] has contributed to this field by his learning cycle. Pfeifer and Jones[27] have published much in this field and proposed a basic model of humans relations training which is experiential in contrast to a didactic approach.

There seems to be a great need for instructors in educational administration courses to be aware of and use these approaches in their courses. However, in Australia the majority of teaching falls into Cruickshanks[28] abstract third hand experience category. This approach aims at training in the manipulation of symbols rather than real problems; reliance on thinking rather than feeling or intuition; and commitment to understanding only, rather than application. This is typical of the "university" model where rationality, abstract knowledge, emotional detachment and verbal skills are primary values.

The criteria of performance used to evaluate the effectiveness of this traditional educational experience are familiar to all of us. They consist of tests, papers, reports etc - with few exceptions these methods of evaluation rely on verbal and intellectual skills.

There seems to be little attempt to help educational administrators critically evaluate themselves, to develop skills in managing the human systems in which they work and to creatively solve organizational conflicts and problems. Until this happens, there will be little permanent change in the functioning of schools and the human systems within them.

In the next section some evaluative comments are made about inservice education.

INSERVICE EDUCATION

The importance of inservice education, has recently been sanctioned as a priority area in a number of reports on Australian education such as the Schools Commission Report 1975,[29] the 1973 Karmel Report[30], and the Neal Radford Report of 1972[31]. Educational writers are nearly unanimous in their support for in-service education and those who do not whole heartedly support it are merely more cautious in their approach, seeing inservice education, as only one factor in the improvement of schooling[32].

Of the approaches to the inservice training of educational administrators in Australia, perhaps the N.S.W. model is most comprehensive. As no school executive in Australia has to undertake educational administration courses as a prerequisite for selection, then the fact that the N.S.W. Education Department provides a systematic stage by stage course insures that at each level of promotion incumbents will be exposed to an inservice (even though limited) course, relevant to their needs.

Perhaps some specific criticisms can be made about these courses that may generally apply.

Firstly, the low involvement of school administrators in planning, execution and evaluation of the courses. There is a real dilemma here. In one sense principals are aware of their needs, yet in another sense not aware of the possibilities. N.S.W. tries to overcome this by allowing participants to plan Stage 4 courses.

The South Australian example in orientation and post course evaluation means that participants make some contributions to course planning. A similar situation occurs in the Victorian example.

In all three examples there is evidence of a wide variety of instructional methods and adult learning model discussed above.

Second, the lack of attention given to individual principals - this was covered in part in Victoria and S.A., by allowing participants to choose a project related to his individual needs.

Third, lack of evaluation of courses. At this stage no state is implementing any long term evaluation procedures to justify the enormous expense and to demonstrate the long-term benefits to education.

Fourth, lack of adequate follow-up support in school settings.

Taking an individual principal out of schools and into inservice courses is very much like taking out one piece of a jig-saw (school organization) changing its shape, and then finding it will not fit when you try to put it back. Not only will the piece not fit, but it then has to suffer the anguish and frustration of being "knocked" back into its original shape so as to fit in with the total jig-saw.

This suggests that for effective change the total school, all the pieces of the jig-saw need to be involved.

Such programs may heighten participants' awareness and foster the development of some skills, but the resultant behaviour change is short-lived. Participants leave such courses aware of alternative modes of behaviour, but with little internalised knowledge of the theoretical rationale, or of the value systems on which the alternatives are based. Therefore they lack sufficient knowledge to rationally adapt, adopt, or reject these alternatives to assimilate or to accommodate them into their own philosophy, or to generate new alternatives based on theory and experience, and through this generative process become more professionaly self-sufficient. A typical post course behaviour pattern after a short information transfer type course is for the principal to try, or more correctly trial, the new techniques or behaviours, find them to cause difficulty, or to use up all of the ideas gained very quickly, and revert to the more comfortable known old behaviours. This pattern is most likely to occur when the principal is in an environment which support his retroaction and when he has limited or no access to a means which supports the new behaviours.

Lastly, and related to the previous comments is the lack of understanding by participants of the goals of programs and of what they are expected to do as a result of attendance at the course.

CONCLUSION

In this paper the writer has attempted to outline the various ways that educational administrators are prepared in Australia.

A major factor which has limited the development of courses in educational administration in Australia, both at the tertiary level and at the inservice level, has been the lack of any formal requirements for principals to undertake training in educational administration.

Obviously there is a need for Departments of Education throughout Australia to re-examine the criteria for selection, recruitment and tenure of educational administrators, so that the best qualified people are appointed to the position.

Perhaps it will be necessary in a static situtation of no-growth, declining student numbers, and limited promotion opportunities, to require future principals to undertake graduate training in educational administration prior to their appointment and to require existing principals to upgrade their qualifications. The challenge that tertiary institutions face is whether they can provide the kinds of courses that will adequately prepare our future educational leaders. Perhaps Confucius summed up the dilemma they face when he said:

"I hear and I forget
I see and I remember,
I do and I understand."

FOOTNOTES

1. It will be outside the scope of this paper to examine education offered by non-government schools. In Australia it is interesting to note that 75% of students attend government schools, and 25% attend non-government schools. Of the 25%, 21% attend Catholic schools and 4% attend non-Catholic schools.

2. Freedom and Authority Memorandum S.A. Education Department, August 1970.

3. Royal Commission 1974, Report on the suspension of a High School student.

4. Professor R. Carlson, Professional Development and Opportunity Chains: Vacancies, Regeneration and Mobility in Educational Administration, Australian Council for Educational Administration Conference, Brisbane, Queensland, August 1977.

5. Information gained in conversation from Professor K. Johnston, Dean, Faculty of Education, Pacific Lutheran University, Tacoma, Washington U.S.A.

6. See for example. W.G. Walker[11] Trends and Issues in The Preparation of Educational Administrators pp 134-153

   in

   G. BARON, D. COOPER and W. WALKER, Educational Administration : International Perspectives Rand McNally and Company, Chicago, 1969.

7. In South Australia, in June 1978, The Anderson Committee Report recommended the amalgamation of four institutions - Torrens C.A.E. and Adelaide CAE; Hartley CAE and Kingston CAE.

8. In South Australia, the CAE's offering education courses are developing a joing M. Ed. following the model outlined in the paper.

9. This information was obtained by the writer from the various State Education Departments in May 1979.

10. The writer is indebted to Dr. C. Moyle, Director, Institute of Educational Administration, for his help and permission to quote from "A paper based on a working document accepted as the basis for future planning by the council of the Institute".

11. Ministerial Press Release 17/3/76.

12. Pl., Submission from Institute of Educational Administration to Post-secondary Education Enquiry, in Victoria, 1978.

13. Moyle op.cit. p3.

14. Based on material provided by Dr. Moyle.

15. The writer is indebted to help given to him by Mr. H.K. Carey, Director of Services, New South Wales Department of Education.

16. As at September 1976. There will have been a decline in members at the time of writing this paper.

17. At seminars for Principals and Deputy Principals in N.S.W. Government Schools in 1976 and before.

18. In a paper sent to the writer by Mr. H.K. Carey.

19. This section is based on written material provided by Mr. H.K. Carey.

20. M.C. Grassie "The Principal-Property Manager or Educational Leader' Administrator's Bulletin, Vol. 9, No. 3, May 1978.

21. Thomas A.R. Educational Administration in Australian Tertiary Institutions : Description and Analysis. Unpublished Paper, University of New England, 1978.

22. Ibid.

23. Knowles M.S. "Human Resource Development in OD." Public Administration Review 1974, 34, 2, pp116 - 117.

24. Cruickshank D.R. and Mager G.M. "Toward Theory Building in the Field of Instructional Games and Simulations" Programmed Learning and Educational Technology, July 1976, Vol.13, No.3, pp 2-9

25. Dale, Edgar Audio Visual Methods in Teaching 3rd ed. New York : Dryden Press 1969.

26. Miles, Matthew Learning to Work in Groups Teachers College Press, Columbia University, New York. pp27 - 47.

27. Pfeiffer J.N. and Jones, J.F. An Handbook of Structured Experiences for Human Relations Training : Reference Manual University Associates California, 1973 pp 1 - 5.

28. Cruickshank D.R. op cit

29. Schools Commission Report for Triennuim 1975 - 1978 Australia Govt. Publishing Service. Canberra.

30. Karmel, P. Schools in Australia, Australia Govt. Publishing Service 1973, Canberra.

31. Radford, W.C. Teachers for Commonwealth Schools Australia Govt. Publishing Service. Canberra, 1972.

32. Jackson, P. "Old Dogs and New Tricks: Observations on the Continuing Education of Teachers." in
Ruben L.J. (ed) Improving In-Service Education Proposals and Procedures for Change Allyn and Bacon, Boston, 1971.

APPENDIX A
(figures)

4. CURRENT FULL-TIME AND PART-TIME ENROLMENTS IN BACHELOR'S MASTER'S AND DOCTORAL PROGRAMMES IN EDUCATIONAL ADMINISTRATION AT AUSTRALIAN UNIVERSITIES

UNIVERSITY	BACHELOR F/T	P/T	TOTAL	MASTER F/T	P/T	TOTAL	DOCTORAL F/T	P/T	TOTAL
AUSTRALIAN NATIONAL	-	-	-	-	-	-	0	0	0
FLINDERS	-	-	-	7	53	60	0	4	4
JAMES COOK	-	-	-	0	10	10	0	0	0
MELBOURNE	-	-	-	0	48	48	0	0	0
MONASH	-	-	300(1)	5	65	70	12	0	12
NEWCASTLE	2	32	34	1	2	3	0	1	1
NEW ENGLAND	-	-	-	7	184	191	3	16	19
NEW SOUTH WALES	-	-	-	1	14	15	0	0	0
QUEENSLAND	4	166	170	0	40	40	0	6	6
TASMANIA	40	0	40	-	-	-	1	0	1
WEST AUSTRALIA	0	70	70	0	27	27	0	6	6
WOLLONGONG	3	16	19	0	4	4	1	2	3

(1) Working substantially in the area

SOURCE

A.R. Thomas Educational Administration in Australian Tertiary Institutions: Description and Analysis Unpublished Paper.